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ABSTRACT

Quantitative output measures for municipal and county public library services in Wisconsin provide points of reference for libraries to analyze their needs and establish primary service goals based on unique community-targeted services. Traditional input measures are also furnished, which produce various recommended targets, based on the size of the population the library serves. The data offered here represents a snapshot of certain conditions that existed at the end of 1993. Specific service data is analyzed, estimation methods for service population and per capita measurements are provided, and readers are instructed on applying appropriate measures. Service data analysis includes the following input measures: full time equivalent staff per 1,000 population; volumes held per capita; periodicals and audio and video recordings held per 1,000 population; acquisitions as a percentage of holdings (print); materials expenditures per capita (print and nonprint); and hours open. The libraries are divided into service level categories (basic, moderate, and advanced). The data is presented in 3 figures. (MAS)

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Service Data for Wisconsin Public Libraries

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Service Data for Wisconsin Public Libraries—1993

A Companion to the Second Edition of the *Wisconsin Public Library Standards*

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Introduction

The new edition of *Wisconsin Public Library Standards* (DPI, 1994) updates and expands quantitative measures for library service in Wisconsin. The previous edition of the standards, published in 1987, was a hybrid of sorts. Although it supported contemporary thinking about the need for individual libraries to establish service goals at the local level, it responded to the traditional use of specific, prescriptive recommendations for key library services. Of course, libraries apply quantitative measures as part of either a traditional or contemporary approach. The traditional approach is often linked to quantitative measures that focus on input—the visible *resources* of holdings, equipment, or staff. Quantitative measures that focus on output—the visible *results* of a library's services in a specific community—are part of a more contemporary assessment.

The updated *Wisconsin Public Library Standards* places greater emphasis on the local library's obligation to establish appropriate service targets based on the unique library needs of its community. The new edition provides a point of reference for those libraries that analyze their local needs and use output measures to establish their primary service goals. Quantifiable standards based on output measures produce specific targets at which libraries of all sizes should aim.

The new standards continue to furnish traditional input measures, which produce various recommended targets, based on the size of the population that the library serves. With the attention on output measures in the updated library standards, some library board or staff members may question how to use input measures effectively, for example to determine the appropriate size for the library's collection, or a reasonable number of full-time equivalent (FTE) staff. One way for a library to establish an appropriate service target is to compare itself to other peer libraries.

To that end, *Service Data for Wisconsin Public Libraries* was developed by the standards committee as a companion to the updated standards. Drawn from the 1993 public library annual report (PI 2401), the data offered here represents a snapshot of certain conditions that existed in Wisconsin public libraries at the end of 1993. A local library board and staff can use this data to identify an appropriate peer group and select a service target based on activities reported by that group.

This companion to the standards analyzes specific service data, provides estimation methods for service population and per capita measurements, instructs readers on applying appropriate measures, and provides the data itself, in table form, so that local library boards and staff members can successfully determine goals and objectives for local library service.

Service Data Analysis

Analyses were performed on the following eight input measures:

- FTE staff per 1,000 population,
- volumes held per capita,
- periodicals held per 1,000 population,
- audio recordings held per 1,000 population,
- video recordings held per 1,000 population,
- acquisitions as a percentage of holdings (print),
- materials expenditures per capita (print and nonprint), and
- hours open.

Included in the data analysis were all municipal libraries established under Chapter 43, Wis. Stats. Also included were county libraries that offered "traditional" library services (defined typically as walk-in service in a designated facility).

Eight population sizes were adopted for the analysis. Grouping libraries by population reflects an assumption that libraries serving populations of similar size are likely to share other similarities. It is fairer to compare a library serving 5,000 people with other libraries serving 5,000 people than to compare it with libraries serving 50,000 people. In a change from the first edition of *Wisconsin Public Library Standards*, the eight groupings were selected to correspond with standard population categories used in reporting demographic data. It is hoped that such a parallel with conventional demographic categories may foster additional links with other sources of demographic data.

Libraries were assigned to population categories according to the service population reported in the *Service Record*. (Zimmerman and Fay, 1994) The population categories and distribution of reporting Wisconsin libraries in each category in 1993 follow in figure 1.

Figure 1

Population Categories

Population Size	Number of Libraries
Less than 1,000	22
1,000 to 2,499	90
2,500 to 4,999	96
5,000 to 9,999	69
10,000 to 24,999	56
25,000 to 49,999	23
50,000 to 99,999	10
100,000 and over	7

The service targets recommended in the standards will be determined in part according to the population served by the library. In addition, a library has the option to define its service goals that relate to each measure by selecting for itself the appropriate level of effort to apply. For each measure, three levels of effort are offered—basic, moderate, and advanced. The basic level of effort will correspond to the 50th percentile in each year's analysis of *Service Record* data. The moderate level of service will correspond to the 65th percentile in each year's analysis of *Service Record* data. The advanced level of service will correspond to the 80th percentile in each year's analysis of *Service Record* data.

Service Population and Per Capita Measurements

Because recommendations vary based on a library's service population, it is crucial for every library in the state to develop a meaningful and accurate estimate of the population it serves.

Several factors must be considered in establishing a library's service area. In *Output Measures for Public Libraries*, a library's Legal Service Area is broadly defined as:

> ...the number of people in a geographical area for which a public library has been established to offer services and from which (or on behalf of which) the library derives income, plus any area served under contract for which this library is the primary service provider. The Legal Service Area may be a city, town, county, or parts of one or more of those.
>
> Population of Legal Service Area does *not* include residents of other jurisdictions with which your library has an agreement for reciprocal services. Nor does it include people who are served by another library but who secondarily receive services from your library under contract. (Van House, et al., 1987)

The key to applying these standards is found in the answer to an important question: How can a library's service population best be defined? The following three sections, "Nonresident Borrowers," "Methods for Estimating Nonresident Populations," and "Municipal Population," from the new edition of *Wisconsin Public Library Standards* offers answers.

Nonresident Borrowers

In Wisconsin, estimating a library's service population is complicated by the fact that libraries provide service to many individuals who do not reside within the municipality that established and supports the library. These "nonresident borrowers" include county residents who have access to the library as part of the county's plan for library service, residents of other municipalities within the same system area, and in most cases, residents of other system areas. Usually, a library's true service population is greater than its "official" municipal population.

Members of the 1994 standards revisions committee agreed that the most effective way of establishing an extended service population for each library statewide is to assign to each library a share of the state's overall nonresident populations (those individuals residing outside of an established municipal library's boundaries), according to that library's share of the total circulation that goes to nonresidents. Unfortunately, nonresident use data is not yet available statewide, so planners cannot currently apply this method of calculating a broader service population in a consistent manner statewide. In the future, the division will develop a consistent statewide methodology for the collection of municipal nonresident circulation data.

Methods for Estimating Nonresident Populations

Until nonresident use data can be gathered statewide and applied consistently to make a more realistic estimate of each library's broader service population, the standards revision committee recommended that a library employ one of these alternate means for estimating its service population:

Coordinate estimates with other libraries in the area. If the library is located in a county or public library system that systematically collects nonresident borrowing information, this information can help a library determine a meaningful service area population. Within a county, a library can allocate its share of the county nonresident population according to its percentage of the total county circulation to nonresidents. If the ABC Public Library accounts for 20 percent of the total county circulation to nonresidents, then 20 percent of the county nonresident population can be allocated to the ABC Public Library. This number can then added to the

library's municipal population to derive an estimate of the library's service population. If nonresident use data is gathered on a systemwide basis in a multicounty system, an allocation of the system nonresident population may be made, based on the library's share of the total system circulation to nonresidents. This variation has the advantage of rendering county boundaries within the system invisible.

Base estimates on local circulation patterns. If nonresident borrowing information is not gathered systematically at the county or system level, a library can examine resident borrowing as a proportion of total circulation and interpolate a rough, circulation-based estimate of its overall service population. If residents and nonresidents can be assumed to borrow material at roughly the same rate per capita, and residents account for 85 percent of the library's total circulation, then it can be said that residents also account for 85 percent of the total population. If the library's municipal population is divided by the proportion of circulation transactions that go to residents, the result will be an estimate of the library's total service population. For example, a library with 85 percent resident circulation and a municipal population of 7,500 will have a service population of 8,823 (7,500 ÷ .85 = 8,823).

Add the population of surrounding unserved areas. If, through the observation of nonresident use, the staff of a municipal library is aware that a majority of residents of an adjacent town or towns use the library, it may simply add the population of the town or towns to its municipal population.

Use the *Service Record* population. As a last option, the library can use the service population as it appears in the *Service Record*. Since 1991, the *Service Record* has provided an estimate of an extended service population for each library in the state according to a rote formula: nonresidents in the outlying areas of a county are assigned to the municipal libraries in the county according to each library's proportionate share of the total municipal population. If the XYZ Public Library's municipal population represents 40 percent of the county's total municipal population, the *Service Record* assigns 40 percent of the outlying county resident population to the XYZ Public Library to determine a service population. It is readily acknowledged that this method, through its arbitrary and formulaic nature, introduces the potential for inaccurate estimates. But the results do reflect some measure of nonresident use, and given the data on hand it is the only method that presently can be applied to every library in the state.

Any of these methods will produce an estimate of the library's service population that is a truer reflection of its actual service population than the strict use of the municipal population. These methods will produce an estimate of the library's service population that can be used to apply the quantitative standards that appear in this document. Methods of estimating service populations that are done in collaboration with neighboring libraries are likely to produce the most accurate results. Methods that allocate nonresident populations on any basis other than observed use of library collections and resources are subject to greater error. This last method, in particular, should be used with special caution. In any case, the DLCL encourages all libraries to make an estimate of their extended service population as a true point of reference.

Municipal Population

In some cases, it may be more pragmatic to present the library's service population in terms of its municipal population. Sometimes—when presenting the library's budget to the municipality, for example—it may cloud the matter if the library claims a service population larger than its municipality. Common councils and village boards tend to focus their attention on the municipality, and many tend to classify themselves according to their municipal population. In this instance, the library may be able to press a clearer case for its needs if its arguments are framed according to the municipal population. Therefore, as a secondary point of reference and in addition to the service population-based standards, this and each annual edition of *Service Data for Wisconsin Public Libraries* will provide an analysis of the quantitative measures based on the municipal populations of the state's public libraries. Additional information about estimating service populations can be found in *Planning for Countywide Public Library Service* (Dahlgren, 1994).

Application of the Per Capita Standards

The application of these percentile measures is a two-step process. First, library staff members must decide how to define the library's service population. To do this, one must examine the type of available data and the degree to which it allows the library board or staff members to coordinate the estimated service population with neighboring libraries. Staff members should then apply one of the four methods described above. Staff members should contact system staff or division staff if additional assistance is needed.

Second, a board or staff must determine which level of effort most appropriately reflects community needs and capabilities—the basic level, the moderate level, or the advanced level of service. A different level of effort may be appropriate for each individual measure, again based on community service needs. The following examples of collections, hours open, and staffing used with figure 2 and 3, the service and municipal population charts on pages eight through 11, should help readers apply the per capita standards in their own communities and libraries.

Collections

The Everywhere Public Library determines its service population by the following procedure. It first counts its municipal population as 14,928. The library is a member of a multicounty library system and participates in the automated circulation network coordinated by the system. Based on circulation data gathered from the circulation system and from manual samples taken by those libraries in the system that are not online, the Everywhere Public Library can estimate that it accounts for 15 percent of the total circulation to borrowers who live outside the boundaries of a municipality that provides library service. Accordingly, it can add 15 percent of the total system "nonresident" population to its municipal service population base. In this example, there are 68,393 such nonresidents, 15 percent of which is 10,257. The Everywhere Public Library then can estimate its service population at 25,185.

If the board and staff determine that the library should pursue a moderate level of effort with regard to volumes held per capita and periodicals held per 1000 population, the standard service population of 25,185 falls into the 25,000-49,999 measure, and corresponds to 2.81 volumes per capita for books (or 70,770 volumes) and 8.53 periodical titles per 1,000 population (or 215 titles). The library board and staff may determine that a basic level of effort is appropriate for the nonprint collection, this

basic level corresponds to 77.15 audio recordings per 1,000 population (or 1,943 tapes and CDs) and 36.83 video recordings per 1,000 population (or 928 videos).

Hours Open and Staffing

To determine its service population, the Sampleville Public Library uses a different procedure. It serves a municipal population of 2,258 in a county of 6,867. At the present time there is no coordinated automated circulation system available, and most of the neighboring libraries do not customarily gather additional circulation data. The Sampleville Public Library, however, does sample its nonresident use periodically and can estimate that its actual circulation is split roughly in half between residents of Sampleville and other residents. With that information, the library can estimate that its resident service population represents roughly 50 percent of its total service population, and that its total service population, then, is 4,516. The Sampleville Public Library board and staff determine to provide an advanced level of service for hours open and staffing. For a library serving between 2,500 and 4,999 population, this corresponds to a target of 44 hours per week and 0.65 FTE per 1,000 population (or 2.93 FTEs).

Future Updates

Similar analyses will be prepared from future annual reports and distributed by the Division for Libraries and Community Learning along with the annual *Service Record,* so that local library trustees and staff members can have current data in hand as they establish service targets. Each annual edition of *Service Data for Wisconsin Public Libraries* will provide a new set of service goals and recommendations based on the latest data available. And as methods for estimating each library's service population improve and are employed more consistently across the state, the Division will use that increasingly more accurate population data to improve these annual analyses.

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Dahlgren, Anders C. *Planning for Countywide Public Library Service.* Madison: Wisconsin Department of Public Instruction, 1994.

Van House, Nancy, et al. *Output Measures for Public Libraries: A Manual of Standardized Procedures.* 2nd ed. Chicago, IL: American Library Association, 1987.

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Figure 2

Service Population

FTE Staff Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	0.79	0.99	1.34
	1,000-2,499	0.42	0.51	0.61
	2,500-4,999	0.40	0.49	0.65
	5,000-9,999	0.44	0.51	0.66
	10,000-24,999	0.46	0.53	0.61
	25,000-49,999	0.46	0.53	0.60
	50,000-99,999	0.55	0.63	0.72
	100,000 and over	0.46	0.50	0.58

Volumes Held Per Capita		Basic	Moderate	Advanced
	Less than 1,000	10.30	12.32	17.50
	1,000-2,499	5.70	6.40	7.34
	2,500-4,999	3.87	4.45	5.14
	5,000-9,999	3.61	3.88	4.13
	10,000-24,999	2.88	3.24	3.94
	25,000-49,999	2.50	2.81	3.12
	50,000-99,999	3.01	3.32	3.87
	100,000 and over	2.20	2.20	2.51

Periodicals Received Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	43.22	54.31	70.32
	1,000-2,499	16.09	20.08	27.71
	2,500-4,999	15.87	18.33	21.80
	5,000-9,999	12.87	13.81	15.33
	10,000-24,999	10.04	11.53	13.91
	25,000-49,999	7.59	8.53	9.24
	50,000-99,999	7.27	7.41	7.59
	100,000 and over	4.49	5.61	6.62

Audio Recordings Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	191.35	283.06	313.05
	1,000-2,499	63.62	111.41	173.26
	2,500-4,999	66.19	106.07	152.69
	5,000-9,999	81.72	113.45	151.85
	10,000-24,999	84.07	120.83	193.19
	25,000-49,999	77.15	93.68	134.20
	50,000-99,999	119.63	139.62	210.27
	100,000 and over	93.45	111.72	116.26

Video Recordings Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	496.46	605.19	724.55
	1,000-2,499	56.71	106.43	165.89
	2,500-4,999	61.92	79.61	116.10
	5,000-9,999	50.34	66.90	94.85
	10,000-24,999	43.84	52.85	89.78
	25,000-49,999	36.83	40.36	54.24
	50,000-99,999	56.94	63.98	67.53
	100,000 and over	26.04	26.10	27.14

Acquisitions as Percentage of Holdings (print)		Basic	Moderate	Advanced
	Less than 1,000	9.58%	10.44%	14.06%
	1,000-2,499	6.28%	8.40%	10.54%
	2,500-4,999	6.93%	7.96%	9.78%
	5,000-9,999	6.85%	7.59%	10.04%
	10,000-24,999	6.57%	7.46%	9.31%
	25,000-49,999	7.91%	9.12%	9.80%
	50,000-99,999	7.38%	8.02%	9.21%
	100,000 and over	7.87%	8.06%	10.01%

Material Expenditure Per Capita		Basic	Moderate	Advanced
	Less than 1,000	$7.26	$9.84	$12.91
	1,000-2,499	$2.70	$3.47	$4.70
	2,500-4,999	$2.47	$2.94	$3.96
	5,000-9,999	$2.64	$3.17	$3.99
	10,000-24,999	$2.79	$3.19	$4.08
	25,000-49,999	$3.07	$3.45	$3.72
	50,000-99,999	$3.61	$4.11	$4.31
	100,000 and over	$2.78	$2.85	$3.12

Hours Open		Basic	Moderate	Advanced
	Less than 1,000	18.00	20.00	22.50
	1,000-2,499	20.75	24.50	28.60
	2,500-4,999	32.50	38.63	44.00
	5,000-9,999	47.00	51.20	54.70
	10,000-24,999	56.00	59.00	61.50
	25,000-49,999	64.00	65.00	65.80
	50,000-99,999	68.50	71.55	72.10
	100,000 and over	68.00	68.00	68.80

Figure 3

Municipal Population

FTE Staff Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	0.87	1.00	1.38
	1,000-2,499	0.80	0.94	1.12
	2,500-4,999	0.90	1.03	1.16
	5,000-9,999	0.82	0.95	1.05
	10,000-24,999	0.67	0.80	0.90
	25,000-49,999	0.67	0.76	0.80
	50,000-99,999	0.71	0.85	0.94
	100,000 and over	0.55	0.59	0.61

Volumes Held Per Capita		Basic	Moderate	Advanced
	Less than 1,000	13.78	15.71	19.59
	1,000-2,499	8.17	9.06	10.46
	2,500-4,999	6.32	7.67	8.53
	5,000-9,999	5.47	5.86	6.87
	10,000-24,999	3.86	4.48	5.45
	25,000-49,999	3.26	3.86	4.76
	50,000-99.999	3.87	4.01	4.10
	100,000 and over	2.81	3.41	3.64

Periodicals Received Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	43.17	58.18	73.64
	1,000-2,499	30.43	36.42	42.26
	2,500-4,999	23.63	28.47	33.96
	5,000-9,999	20.02	20.64	22.70
	10,000-24,999	13.33	14.70	16.16
	25,000-49,999	8.84	9.91	12.73
	50,000-99,999	9.7	10.04	10.33
	100,000 and over	4.56	4.63	10.25

Audio Recordings Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	130.47	230.14	434.82
	1,000-2,499	150.63	221.77	328.52
	2,500-4,999	129.88	162.39	262.13
	5,000-9,999	172.21	227.05	334.90
	10,000-24,999	116.97	172.15	226.63
	25,000-49,999	100.55	130.77	138.51
	50,000-99,999	166.25	187.95	281.96
	100,000 and over	82.31	92.33	133.19

Video Recordings Per 1,000 Population		Basic	Moderate	Advanced
	Less than 1,000	142.56	214.64	508.92
	1,000-2,499	112.67	169.32	255.58
	2,500-4,999	90.13	127.96	191.91
	5,000-9,999	77.92	119.38	148.80
	10,000-24,999	60.33	83.39	111.91
	25,000-49,999	43.09	52.57	55.97
	50,000-99,999	43.27	70.68	78.22
	100,000 and over	21.11	25.71	36.02

Acquisitions as Percentage of Holdings (print)		Basic	Moderate	Advanced
	Less than 1,000	7.20%	8.71%	11.51%
	1,000-2,499	6.54%	8.13%	10.32%
	2,500-4,999	6.59%	7.49%	9.11%
	5,000-9,999	6.92%	7.54%	10.22%
	10,000-24,999	7.42%	8.40%	9.87%
	25,000-49,999	7.94%	8.55%	9.87%
	50,000-99,999	7.38%	8.52%	9.35%
	100,000 and over	6.33%	7.91%	10.20%

Material Expenditure Per Capita		Basic	Moderate	Advanced
	Less than 1,000	$6.05	$7.45	$10.43
	1,000-2,499	$4.78	$6.43	$8.12
	2,500-4,999	$5.26	$6.36	$7.00
	5,000-9,999	$5.00	$5.84	$6.54
	10,000-24,999	$4.04	$4.70	$6.22
	25,000-49,999	$3.90	$4.70	$5.04
	50,000-99,999	$4.58	$5.14	$5.78
	100,000 and over	$2.99	$3.18	$3.46

Hours Open		Basic	Moderate	Advanced
	Less than 1,000	20.00	21.00	24.00
	1,000-2,499	30.25	34.15	41.00
	2,500-4,999	45.00	47.00	50.50
	5,000-9,999	56.00	58.35	60.20
	10,000-24,999	59.00	64.00	65.00
	25,000-49,999	62.00	65.05	66.20
	50,000-99,999	69.00	69.00	72.00
	100,000 and over	65.50	66.85	67.40

Notes

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